

TITLE 6

ADMINISTRATIVE CODE

BACKGROUND

BACKGROUND ANALYSIS

Two significant organizational changes have taken place in Sandy City within the last two years.

The first involved the office of Mayor becoming full-time on July 1, 1978.¹⁽¹⁾ This was the culmination of several months of study by a Citizen Advisory Committee. They identified the following basic reasons for their recommendations of a full-time mayor:

1. Size of City and growth rate will create a need for the leadership that a full-time mayor could provide.
2. A full-time mayor could provide a positive atmosphere to help the community develop a sense of identity.
3. An elected official is needed who is responsible to the citizens at the helm of administration.
4. Full-time service would provide the mayor more opportunities to become involved in intergovernmental activities.
5. An aggressive, full-time mayor could assist Sandy in presenting its best case to commercial and industrial concerns evaluating the merits of locating in the City.²⁽²⁾

On November 6, 1979, a referendum was held to determine the citizens' feelings about having a full-time mayor. About 70% of those voting supported a full-time mayor (3,468 to 1,502).

The second major change was the adoption of the Council/Mayor form of government which took effect on January 1, 1980.³⁽³⁾ The change followed several months of investigation by a citizens study committee headed by council member B. James Mecham.

The most important provisions of the resolution included:

1. Separation of the legislative and executive functions.
2. A mayoral veto with a 2/3 vote needed by the Council to override.
3. A mandatory City Administrator appointed by the Mayor. The appointed City Administrator must be a qualified government administrator with adequate education and administrative background.
4. The chairing of all council meetings by the chairman of the council.

An election was held on May 15, 1979. Over 80% of the electorate who voted supported this change (1,242 to 218).⁴⁽⁴⁾

These two changes significantly alter the administrative process by law and provide new kinds of leadership roles in the City.

ADMINISTRATIVE CODE

The law requires all governments under the optional form to submit an "Administrative Code" by June 30 of the year the new form of government takes effect.

As a partial fulfillment of that requirement of the law, this paper will attempt to analyze and clarify the intent of the Code being proposed by the Mayor.

The general purposes of the code will be to:

1. Establish and clarify the organizational structure of the City government.
2. Establish certain historical, theoretical and philosophical principles which may be used for the operation of the City Administration.
3. Identify appointed City officials and specify their duties.
4. Establish descriptions and parameters of departmental responsibilities.
5. Establish guidelines to govern the relationship between the executive and legislative branches of municipal government.
6. Establish specific definitions of the powers, duties and functions of the Mayor and City Administrator of the City.
7. Establish standards for professional administration of the City.
8. Establish an administrative procedure.
9. Establish the general parameters of the administration of the personnel,

purchasing and financial functions of the Administration.

This analysis will attempt to provide sufficient description to be useful if questions come up concerning the intent of the code. The analysis will be part of the record concerning the code and its interpretation.

MANAGEMENT THEORY:

A short discussion will take place to help describe some important concepts in the Code and why they have been included.

1. **RELATIONSHIP OF MAYOR AND CITY ADMINISTRATOR:** The Resolution and Code recognize that the Mayor has several critical roles to perform in addition to his position as Chief Executive of the City with final administrative authority. It is the intent of the Code that professional management be provided through the mandatory appointment of a City Administrator whose selection is based on specific qualifications and who is given the necessary management tools to carry out his responsibilities. The two positions are intended to complement each other by combining strong political leadership with management expertise.
2. **SPAN OF CONTROL:** Span of control is the number of people over whom a supervisor has direct management responsibility. It is important to understand that an effective span of control is the number of subordinates who can be supervised effectively.

Numerous published studies exist in this area of management theory. In general, the results have been that the median span ranges from six to ten. Depending on the type of personnel and jobs involved, the span can range from two to seventy.⁵⁽⁵⁾

It is felt that no reason exists for the span of control in Sandy ever to go below five. Therefore, the general principle will be that no new supervisory positions will be authorized until the split will leave each supervisor with at least five subordinates. Presently existing positions will not be affected unless there is a major problem. The creation of any new supervisory positions will be carefully scrutinized by the City Administrator and then approved or disapproved.

It is obvious that promotional opportunities to supervisory positions will be limited because of the size of the organization. As a result of this, an attempt will be made within the parameters of effective personnel and fiscal policy to provide adequate job ladders based on skill development.

3. **BASIS OF DEPARTMENTATIONS:** The reason departments in cities are formed is to provide a structure from which certain city functions are

performed.⁶⁽⁶⁾ An attempt will be made to organize the departments as rationally as possible according to these functions.

4. **AUTHORITY RELATIONSHIPS, ETC.:** In general, line positions will be those that provide direct services to the public. Staff positions will be classified as those which perform services to keep the City government running or an advisory-research type of operation. An example of line is police and of staff is legal. The majority of City resources should be given to the producing of activities. Functional authority (which is the delegated right to have managerial power over a specific project and its team members, even when such authority crosses departmental lines) may be given on certain projects where specialized knowledge or skill is needed. Functional relationship will not show up on the organization chart.
5. **CENTRALIZATION VERSUS DECENTRALIZATION:** It is anticipated that the majority of functions in the City Administration will be administered through decentralized process. That is, assignments and responsibility will be delegated to lower levels to increase efficiency. More centralized control will be exercised if it is felt that policy is not clear, will change the intent of existing policy or is controversial. This should help provide for stability and protect the elected officials' right to establish policy.
6. **OTHER:** The previous areas of discussion are not meant to be limiting factors in the management theory applied in Sandy but merely a description of principles that are necessary to define and understand.

PHILOSOPHY OF MANAGEMENT

1. The first and uppermost responsibility of all City employees shall be to provide friendly and efficient service to residents of the City.
2. Staffing levels should be held to the minimum basic core of employees. These employees should be given job security during cyclical downturns. When workload demands exceed the core staff's ability to perform, the excess workload should be performed by temporary personnel or performed by way of contract so as to limit long-term staffing commitments. The basic core of the staff can increase as the City increases in size.
3. The City will consider contracting for services when such contracts can be shown to be cost effective and will provide acceptable service levels.
4. Administrative rules should be restricted whenever feasible to eliminate unnecessary bureaucracy, avoid unnecessary financial burdens and prevent unnecessary restrictions of freedom upon the public.

5. Executive summaries of major policy recommendations and research will be required of staff before they will be considered for adoption. These summaries should be approximately one page in length and follow a format designed by the City Administrator to clearly highlight the major points, anticipated benefits, anticipated costs, implications and other impacts of the recommendations.
6. The management style in the City Administration will follow in general the philosophy of "management by results" and not "management by process." This style will be implemented within broad standards and guidelines. Where the type of work or type of employee involved requires direct supervision, such supervision will be provided.
7. The concepts of management by objective and evaluation of performance will be strongly emphasized. Effective and efficient employees should be paid and rewarded appropriately. Employees who perform below acceptable standards should expect pay and other rewards which will be below standard, including possible termination.
8. Communication and input from, between and among departments shall be encouraged by the City Administration. Requesting services, changing priorities or giving general directions will follow proper authority lines.
9. The City Administration will have an "open door policy" to help encourage a more open communication process. Specific guidelines will be established in order to avoid abuse of this principle.
10. Departmental policy proposals which may be controversial change the intent of existing policy, or have major long-term policy impact, will be considered and approved with special care in cabinet meeting before implementation.
11. Management by exception, which is the process of having designated employees submit proposed policies for actions in writing to a supervisor and having the policy or action adopted automatically if the supervisor does not respond with comments within a definite time period, will be implemented in accordance with specific guidelines. This method of management will be used to increase work flow and efficiency.
12. Staff members are encouraged to submit recommendations to the Administration with regard to the adoption of policy. Such additional recommendations may conflict with recommendations submitted by other staff members, and in the event of such conflict, justification for a conflicting recommendation should be provided.
13. Citizen involvement in policy issues including those of direct impact on citizens will be encouraged.

STANDARDS OF PROFESSIONAL ADMINISTRATION

The Administrative Code will spell out a standard of professional administration which will be the standard of professionalism in Sandy. Willful violation of the standards is grounds for termination or other disciplinary action.

ADMINISTRATIVE PROCESS

An Administrative Process will be defined in the Administrative Code to set forth a means of protecting the public and City employees from unfair or unjust administrative rules and regulations.

GOALS AND OBJECTIVES

Traditionally, the emphasis of administrative codes and city charters has been to define organizational structures and city officials' legal functions. This appears to be the case, for example, in Logan and Salt Lake City.⁷⁽⁷⁾ These documents do not represent an attempt to formulate a philosophical or theoretical foundation which future city representatives can use as guidelines.

We have taken a different approach by producing a document which is intended to provide a conceptual as well as structural basis for the City government and its management in the future.

Specific objectives which we hope the code will achieve include:

1. A balanced mix of legislative, executive and administrative functions and skills. This will provide the City with appropriate checks and balances.
2. A specific theoretical and philosophical basis for the managerial process and city operations.
3. Clear and identifiable lines of public accountability.
4. Citizen involvement in decision-making.
5. A method of program implementation which is fair, unbiased and free of unnecessary rules and regulations and, so far as possible, effective in achieving the public purposes of each program.
6. Professional and specialized administration with the appropriate controls to keep administrative and government growth in general at the lowest feasible

level.

7. Understandable summaries of policy issues, to help decision makers be more informed and aware of the implications of policies under consideration.
8. A system and philosophy of management that is flexible, and which encourages administrators to expand their abilities and to be innovative.
9. A commitment to high employee performance through balanced systems of compensation, incentives and security.
10. A system which enhances the probability of a smooth transition process from the old to the new form of government.
11. Well-defined roles and tools for the evaluation of responsibilities and parameters of departments and their leadership.

The goal of the Administrative Code is to provide a means of achieving the objectives listed above as well as many less obvious ones.

With proper implementation, the Administrative Code should set a foundation for good government and administration in Sandy that will greatly influence the process of government for many years.

Endnotes

1 (Popup - Popup)

¹ Sandy City Office of Mayor designated full-time effective July 1, 1978 as referenced in Sandy City council minutes May 31, 1978.

2 (Popup - Popup)

² Grant Hurst, Steven Chandler, Thomas Matsumori and Robert J. Grow, "Committee Report on Full-Time Mayor Issue", 1978.

3 (Popup - Popup)

³ Sandy City election full-time mayor referendum, November 6, 1979 and Sandy City Council-Mayor optional form of government effective January 1, 1980 as referenced in Sandy City council minutes June 5, 1979.

4 (Popup - Popup)

⁴ Sandy City Election Council-Mayor form referendum, May 15, 1979.

5 (Popup - Popup)

⁵ William F. Glueck, Managing the Organizations Resources (Hinsdale, Ill.: Dryden Press, 1977), pp. 459-60.

6 (Popup - Popup)

⁶ Karl O. Magnusen, Organization Design, Development and Behavior (Glenview, Ill." Scott, Foresman & Co., 1977) pp. 85-95; and telephone contacts to Orem and Ogden, Utah; Pocatello, Id.; Boulder and Lakewood, Col.; Torrence and Fremont, Ca.; Tempe, Scottsdale and Mesa, Az. during April and May, 1980.

7 (Popup - Popup)

⁷ Logan City Administrative Code as amended February 7, 1980; originally effective August 14, 1979; and Salt Lake City's title 24 on Government Organization, 1980.